



Recreation Commission Agenda and Report

General Order of Business

- | | |
|---|---|
| 1. Call to Order and Salute to Flag | 7. Action Items |
| 2. Roll Call | 8. Written Communications |
| 3. Consent Calendar | 9. Commission Referrals |
| 4. Approval of Minutes | 10. Commission and Staff Communications |
| 5. Oral Communications | 11. Adjournment |
| 6. Staff Presentations/Ceremonial Items | |

Order of Discussion

Generally, the order of discussion after introduction of an item by the Chair will include comments and information by staff followed by Recreation Commission questions or inquiries. The applicant, or their authorized representative, or interested citizens may then speak on the item. At the close of public discussion, the item will be considered by the Recreation Commission and action taken.

Consent Calendar

Items on the Consent Calendar (printed on separate sheet) are considered to be routine by the Recreation Commission and will be enacted by one motion. There will be no separate discussion of these items unless a Commissioner or citizen so requests, in which event the item will be removed from the Consent Calendar and considered in its normal sequence on the agenda.

Addressing the Recreation Commission

Any person may speak on any item under discussion by the Recreation Commission after receiving recognition by the Chair. Speaker cards will be available at the speaker's podium prior to and during the meeting. To address the Commission, a card must be submitted to the Clerk indicating name, address and the number of the item upon which a person wishes to speak. Speakers are required to line up to conserve time between speakers. When addressing the Recreation Commission, please walk to the rostrum located directly in front of the Commission. State your name and address. In order to ensure all persons have the opportunity to speak, a time limit may be set by the Chair for each speaker. In the interest of time, please limit your comments to new material; do not repeat what a prior speaker has said.

Oral Communications

Any person desiring to speak on a matter which is not scheduled on this agenda may do so under the Oral Communications section. Please be aware provisions of California Government Code Section 54954.2(b) prohibit the Recreation Commission from taking any immediate action on an item which does not appear on the agenda, unless it meets stringent requirements. The Chair may limit the length of your presentation.

Agenda and Report	•	Fremont Recreation Commission Meeting	•	April 20, 2016
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See Table of Contents for Meeting Location

See Reverse

Assistance

Assistance will be provided to those requiring accommodations for disabilities in compliance with the Americans with Disabilities Act of 1990. Interested persons must request the accommodation at least 2 working days in advance of the meeting by contacting the Community Services Department at (510) 494-4347.

Information

For Information on current agenda items please contact the Community Services Department at (510) 494-4347.

Copies of the Agenda and Report are available at the Community Services Department administrative office at 3300 Capitol Avenue, Building B and are available at each Commission meeting. In addition, complete agenda packets will be available for review at the Commission meeting or at the Community Services Department office three days prior to Commission meetings.

Information about the City or items scheduled on the Agenda and Report may be referred to:

**Tracey Leung, Executive Assistant
Community Services Department
3300 Capitol Avenue, Building B
Fremont, California 94538**

Telephone: (510) 494-4347

Your interest in the conduct of your City's business is appreciated.

Recreation Commission

Lila Bringhurst
Jeff Couthren
John Dutra
Brian Hughes
Larry Thompson
Pavan Vedere
Laura Winter

Department Staff

Annabell Holland, Community Services Director
Kim Beranek, Community Services Deputy Director
Kathy Cote, Environmental Services Manager
Esther deLory, Management Analyst II
Matt Herzstein, Water Park Operations Manager
Irene Jordahl, Recreation Superintendent I
Kyle Kramer, Parks Superintendent
Mark Mennucci, Senior Landscape Architect
Fairin Stamps, Urban Landscape Manager
Ken Pianin, Solid Waste Administrator
Roger Ravenstad, Parks Planning & Design Manager
Lance Scheetz, Sales and Revenue Manager
Damon Sparacino, Recreation Superintendent I
Thomas Young-Doyle, Urban Landscape Manager

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FREMONT RECREATION COMMISSION
SPECIAL MEETING
CITY COUNCIL CHAMBERS
3300 CAPITOL AVENUE, BUILDING "A"
FREMONT, CALIFORNIA 94538
APRIL 20, 2016, 7:00 P.M.**

- 1. CALL TO ORDER AND SALUTE TO THE FLAG**
- 2. ROLL CALL**
- 3. CONSENT CALENDAR**
- 4. APPROVAL OF MINUTES – April 6, 2016**
- 5. ORAL COMMUNICATIONS**
- 6. STAFF PRESENTATIONS/CEREMONIAL ITEMS**
- 7. ACTION ITEMS**
 - 7.1 WARM SPRINGS BART WEST ACCESS BRIDGE AND PLAZA
PROJECT - Recommend that City Council Adopt the Master Park Plan for
the Warm Springs BART West Access Plaza, and Evaluation of the 1 Acre
Site According to the "Criteria for Selection of Park Sites"**

Contact Persons:

Name:	Mirabel Aguilar	Roger Ravenstad
Title:	Associate Engineer	Park Planning & Design Manager
Div/Dept:	Public Works	Community Services
Phone:	510-494-4761	510-494-4723
E-Mail:	maguilar@fremont.gov	rravenstad@fremont.gov

**7.2 OVERVIEW BRIEFING ON CURRENT FREMONT TRANSPORTATION
PLANS AND PROJECES**

Contact Persons:

Name:	Hans Larsen
Title:	City Engineer
Dept.:	Public Works
Phone:	510-494-4722
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- 8. WRITTEN COMMUNICATIONS**
- 9. COMMISSION REFERRALS**
- 10. COMMISSION AND STAFF COMMUNICATIONS**
- 11. ADJOURNMENT**

AGENDA
FREMONT RECREATION COMMISSION SPECIAL MEETING
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Name:	Mirabel Aguilar	Roger Ravenstad
Title:	Associate Engineer	Park Planning & Design Manager
Div/Dept:	Public Works	Community Services
Phone:	510-494-4761	510-494-4723
E-Mail:	maguilar@fremont.gov	rravenstad@fremont.gov

Executive Summary: Staff is requesting adoption of a Park Master Plan for the public plaza that would be constructed as part of the Warm Springs West Side Access Bridge and Plaza project. The project would support sustainable smart growth and multi-modal access and connectivity to existing and future employment centers within and surrounding the Warm Springs Innovation District. It would include a pedestrian and bicycle bridge that would connect the Warm Springs/South Fremont BART Station (Station) to properties west of the Station and an urban public plaza (proposed West Access Plaza) that would become the signature element of the Innovation District, providing a large gathering open space that would tie into adjacent public plazas constructed by the Lennar Corporation as part of their 110-acre mixed-use development.

The proposed West Access Plaza is before the Commission tonight for consideration. The BART West Access Bridge, Stairs and Escalator are BART owned and not part of this review. For the reasons stated in this report, staff recommends that the Recreation Commission recommend that the City Council: 1) find pursuant to the requirements of the California Environmental Quality Act (CEQA), a Mitigated Negative Declaration was previously adopted for the project and no further environmental review is required; 2) accept the evaluation of the West Access Plaza (Civic Park) according to the “Criteria for Selection of Park Sites” and other City policies pertaining to the designation of park land; and 3) adopt the Park Master Plan for the West Access Plaza, an approximately one-acre City-owned property located in the Warm Springs/South Fremont Community Plan (WS/SF Community Plan) area.

BACKGROUND: In July 2014, the City Council adopted the WS/SF Community Plan. The WS/SF Community Plan sets a 20-year vision framework for development of an Innovation District with 4,000 residential units and up to 9.6 million square feet of office and research and development (R&D) space, an elementary school, a four-acre urban park, and public plazas. The area was considered an untapped resource that had the greatest potential of becoming a BART-accessible major employment, mixed-use innovation district. The City and the region are heavily invested in ensuring that the plan area is developed strategically and leverages significant public support and regional access provided by the new Station. The Station is located within walking distance of large employment centers, such as Tesla and Thermal Fisher Scientific, and future large mixed-use developments by Lennar, Toll Brothers, and Valley Oak Partners.

To realize this vision, primary goals are included in the WS/SF Community Plan, including increasing connectivity to the BART station, providing walkable neighborhoods with complete pedestrian and bicycle facilities for the Innovation District, urban park and plazas, and supporting economic and environmental sustainability. The proposed West Access Plaza and bridge would meet these primary goals and the project is identified as a priority for the community and region.

Public facilities would be constructed in all approved master plan developments within the area and adjacent to the City’s project site. Most notably an urban elementary school (transitional kindergarten to fifth/sixth grade) centrally located in the Innovation District will be completely funded, constructed and then gifted to Fremont Unified School District (FUSD) by the three developers Lennar, Toll Brothers and Valley Oak Partners. A joint use four-acre public community park would also be constructed directly adjacent to the future school site and other public plazas that support the urban nature of this area by providing both active and passive activities such as sitting, walking, gathering, play and contemplation.

The City hired a design team for the proposed project, including the landscape architecture firm of David Gates and Associates to design the West Access Plaza.

In January and February 2016, the Recreation Commission and the City Council, respectively, held work sessions and provided input on the design of the project. Staff and the project landscape architect, David Gates provided a presentation at the meetings to share and receive input on conceptual design elements and material palettes for the plaza.

On April 7, 2016, the Art Board recommended temporary, rotating public art at a location flanking the southern side of the escalators within the proposed West Access Plaza. The proposed dedication of park land for the Warm Springs BART West Access Plaza must comply with the Parks and Recreation Master Plan and the Parks and Recreation Chapter of the General Plan. The “Criteria for Selection of Park Sites” of the Parks and Recreation Master Plan sets forth the requirements used to evaluate parcels for acquisition or dedication as city-owned park land. One criterion requires the Recreation Commission to review and make recommendations to the City Council about any parcel under consideration for inclusion into Fremont’s park system. The specific criteria which are evaluated for the 1.0 acre Warm Springs BART West Access plaza site in this report are: conformance with City of Fremont policies, physical configuration, topography, encumbrance, access, environmental constraints, and compatibility with surrounding land uses, and operations, maintenance and supervision costs and impacts. The report concludes with a summary and recommendation.

DISCUSSION/ANALYSIS:

Project Description

The proposed Warm Springs Bart West Access Plaza Park Master Plan identifies the concept-level design characteristics of the project totaling approximately one acre within the portion of “Area 4” identified in the WS/SF Community Plan. The proposed West Access Plaza would consist of two distinct areas separated by the vertical circulation and access elements (staircase, escalators, and elevators) required for bridge landing that provides connectivity to the Station. On the north end of the West Access Plaza, the design would provide open space relief and enhancement to urban living while at the same time would serve as the primary pedestrian and bicycle connection to the Station.

The westerly edge of the proposed West Access Plaza would be directly adjacent to the two public plazas that Lennar will construct as part of their master plan; and the easterly edge is adjacent to the Union Pacific Railroad (UPRR) corridor and new Station beyond.

Seamless interface between the West Access Plaza and other planned adjacent public plazas would be achieved via an enhanced street constructed by Lennar under a separate project along the project’s frontage. The two public plazas across the street were presented by Lennar Development to the Recreation Commission at the December 2, 2015 meeting. The enhanced street would provide a continuous level surface between the plazas (i.e., no raised curb) serving as an extension to combine the adjoining plazas for added space and flexibility for programming events in the Innovation District. There is continuing on-going coordination effort between the project team and Lennar’s design teams to minimize bike activity in the West Access Plaza and maximize safety and comfort for pedestrians.

The centerpiece of the project is the iconic bridge that would centrally land at the project’s plaza. The bridge consists of two spans, a truss span over the UPRR main line tracks and a cable-stayed span over the UPRR spur track (relocated by the City). The West Access Plaza would include benches, shade structures, tree bosques, terraced seating lined with vegetation, lighting, a light column cluster, and artistic-modern furnishings, as well as a screen wall that would provide visual interaction with the adjacent UPRR and BART

trains. Paving types would include colored concrete, pavers, and other surfaces. Furnishings and materials such as stone, concrete, steel and acrylic, have been selected for durability and appropriateness with an urban setting. High-tech enhancements and innovative technology, such as Wi-Fi connectivity, charging stations for phones and computers, and other technological and/or interactive elements are being explored and evaluated for integration into the project's plaza design.

General Plan Conformance

The proposed Bart West Access Plaza Park Master Plan is consistent with the General Plan. The Land Use Element of the General Plan describes this area as follows:

Innovation Center

*This designation corresponds with the ±879 acre WS/SF Community Plan, adopted by the City Council on July 22, 2014. The Innovation Center is a hybrid mixed-use designation that allows a range of uses, which include industrial, research and development, office and convention, hotels, retail and entertainment, residential, an elementary school **and public open space**. [Emphasis added]*

[...]

The proposed Park Master Plan for the project would be consistent with and implement the following policies of the General Plan:

Land Use Element:

Policy 2-6.5: Linear Open Space Connections – Utilize open space, including parks, flood control channels, greenbelts, easements, and other open areas to connect the City, provide car-free corridors for pedestrians and bicyclists, and tie together Fremont's neighborhoods, centers, and employment districts.

Community Plan Elements:

Policy 11-10.2: WS/SF BART Station – Develop the area around the future Warm Springs/South Fremont BART Station with high-intensity land uses that promote the use of BART and encourage walking or bicycling to and from the station.

Policy 11-10.4: South Fremont Open Space – Ensure that future development in the vicinity of the Warm Springs/South Fremont BART Station includes provisions for urban open space. Plans for urban open space should recognize the needs of the local workforce as well as Fremont residents. Urban open space may include parks, plazas, courtyards, and other public gathering places, and should contribute to a sense of identity in the station area.

Policy 11-10.5: South Fremont Community Facilities – Provide for the community facilities necessary to support the level and type of expected growth in the South Fremont area. This should include school(s), and could also include urban parks, community centers, public safety facilities, and similar public uses.

Parks and Recreation Element:

Goal 8-1: A Wide Range of Parks and Recreational Facilities. Provide a wide range of parks and recreational facilities to reflect the community's desire for a variety of recreational experiences.

Policy 8-1.1: Parks and Recreational Facility Guidelines. Develop parks and recreational facilities consistent with the standards and guidelines included in the Parks and Recreation chapter of the General Plan and in the Parks and Recreation Master Plan.

Policy 8-1.3: Standards for New Parks and Recreation Facilities. Acquire and develop new park lands and recreational facilities consistent with City standards.

Analysis: The proposed Park Master Plan would be consistent with the above goals and policies of the General Plan in supporting the creation of well-designed parks and recreational facilities, providing open space connections and promoting the use of BART by encouraging bicycling and walking to the Station.

Parks and Recreation Master Plan – Criteria for Selecting Park Sites: The proposed 1-acre West Access Plaza, adjacent to Lopes Court is consistent with the Parks and Recreation Master Plan Criteria for Selecting Park Sites in the following ways:

1. Physical Configuration: The proposed 1-acre West Access Plaza directly serves a mass transit station and supports the elements necessary for connection to said station. It is also located directly across from a high density residential development, typical of a civic park. The site is essentially level with minimal vegetation or natural features to provide the required accessibility to the mass transit station. The site is also near a new bicycle network and commercial areas.

Analysis: The site configuration is appropriate for the acquisition and development as a civic park.

2. Topography: The Criteria for Site Selection require new city parks to have an average slope gradient no greater than 5% to provide flat, usable recreation spaces. This property is generally flat; thus, site topography would not preempt development to the City standards for civic parks.

Analysis: The site topography is well suited to park development.

3. Encumbrance: There are existing utilities that will require easements within the park, but would not preclude park development. No power lines are situated on the site. There will be designated emergency vehicle access ways to support fire trucks, but they will not be legal easements.

Analysis: The site would be encumbered with some utility easements, but they would not prevent development of the site as a civic park. Park facilities are being designed around existing utilities.

4. Access: The park is intended to provide pedestrian and bicycle connectivity to the Warm Springs BART Station. The site has good access from a local and citywide perspective. Bicycle and pedestrian access to the site is via sidewalks and bicycle lanes from Fremont Boulevard via Innovation Way, via a multi-use path along Industrial Drive, and from Grimmer Boulevard via sidewalks and bicycle lanes along Lopes Court, all ultimately converging into the “living street” area fronting the Warm Springs BART West Access Plaza.

Analysis: The site provides safe and convenient access for local residents.

5. Environmental Constraints: The land is part of undeveloped land adjacent to the former NUMMI car plant and north of the new Tesla car plant property. There is no knowledge of any uses on the site that would have used hazardous materials.

Analysis: The site is not known to be constrained by hazardous materials or unsafe environmental conditions.

6. Compatibility with Surrounding Land Uses: Existing land uses adjacent to the site are:
To the north: Future multi-family residential housing and Grimmer Boulevard.
To the south: Future multi-family residential housing and Tesla car plant (beyond).
To the east: Warm Springs/South Fremont BART Station and UPRR and future multi-family residential housing (beyond).
To the west: Future multi-family residential housing and Fremont Boulevard (beyond).

Dedication of the site to park land as a civic park would be consistent with the development pattern proposed in the Warm Springs/South Fremont Community Plan, where civic parks are located within higher pedestrian traffic and use areas near higher density residential and major transportation. The adjacent Warm Springs/South Fremont BART Station and multi-family residential buildings are compatible uses.

Analysis: Dedication and development of this site for a park would be compatible with all the proposed land uses in the area.

7. Maintenance Impacts: The size, shape and general physical characteristics of the site would not create maintenance impacts disproportionate to the benefit provided to the community by providing a community/citywide park in this area. City policy is that all new parks come with an identified funding source to support maintenance of the facility. The city has committed to take on the maintenance of this park. If no funding source is identified prior to the dedication of this park, there will be a corresponding impact on the City General Fund.

Analysis: Dedication and development of this park will create maintenance impacts on the City's

park system under current policy.

8. Capital Improvements, Operations, and Supervision Costs: The design development of this park is being funded via City Capital and Traffic Impact Funds. Construction is anticipated to be funded through Measure BB as part of the Warm Springs BART West Access Bridge and Plaza Project. It is expected that the Alameda County Transportation Commission will include the Warm Springs BART West Access Bridge and Plaza Project for approval as part of their 2016-2017 Fiscal Year funding allocation plan. The actual costs of operations and supervision will be considered in more detail during design.

All public utilities (electric, water, storm drainage, and sanitary sewer) are available to the site. Utility services would be extended into the site as part of the development of the park.

Analysis: Costs of capital improvements, operations and supervision of the site can be addressed through existing and proposed funding.

Design Analysis: The proposed West Access Plaza meets the City's design criteria. The proposed plaza would be enhanced by special paving, making it inviting and welcoming. It would become a symbolic focal point and large gathering space in the Innovation District.

The proposed paved areas are essential to accommodate the anticipated high pedestrian volumes that require access to the Station, particularly during peak hours. The paved areas would also provide an area for staging of City and/or community sponsored events, such as product launches for business within the Innovation District, outdoor markets, food trucks, musical acts, etc. Events within the proposed plaza could be viewed from the terraced seating located along the eastern edge of the northern section of the plaza, as well as from the other urban plazas in the area during closure of the enhanced street along the project's frontage. The southern portion of the plaza would include extensive planting areas and tree canopies framing a more passive area that would create a tranquil outdoor conversation and gathering space. The combination would provide a varied and active experience typical of high density living and commercial environments. Innovative technology would also be included, such as solar-powered charge stations for phones, Wi-Fi connectivity and LED lighting that would enhance and provide safety. Lastly, an area of the proposed plaza flanking the southern side of the escalators would be reserved for temporary/rotating public art. If approved by City Council, a "call for artists" to select rotating public art would be under the Art Board's discretion.

FISCAL IMPACT: In November 2014, Alameda County Transportation Commission's (ACTC) Measure BB, a transportation sales tax measure, was overwhelmingly passed by the voters. Measure BB will implement ACTC's approved 30-year 2014 Transportation Expenditure Plan (TEP). The project is identified in the 2014 TEP. In March 2016, ACTC's Board approved an update to its Comprehensive Investment Plan to include allocation of Measure BB funds for the project's which is anticipated to be appropriated in the upcoming fiscal year (2016/2017). The cost of the construction of the project's plaza is estimated at \$5 million which the City anticipates would be fully funded by Measure BB. The total cost of the project including the bridge structure

is estimated at \$25 million.

MAINTENANCE IMPACT: This one acre civic park will be a new park that will be maintained by City forces. City policy is that all new parks come with an identified funding source to support maintenance of the facility. The city has committed to take on the maintenance of this park. If no funding source is identified prior to the dedication of this park, there will be a corresponding impact on the City General Fund.

ENVIRONMENTAL REVIEW: A Mitigated Negative Declaration was previously adopted for this project and no further review is required.

ATTACHMENTS:

Attachment for this report will be distributed at the Recreation Commission meeting

- Concept Plan for the Warm Springs West Side Access Park Master Plan.

RECOMMENDATION:

1. Recommend that City Council find that the proposed 1-acre Warm Springs BART West Access Plaza is consistent with the General Plan policies and the Criteria for Selection of Park Sites in the Parks and Recreation Master Plan.
2. Recommend that City Council adopt the proposed 1-acre Warm Springs BART West Access Plaza Park Master Plan and include it in the City park land inventory as a “Civic Park.”

7.2 OVERVIEW BRIEFING ON CURRENT FREMONT TRANSPORTATION PLANS AND PROJECES

Contact Persons:

Name: Hans Larsen
Title: City Engineer
Dept.: Public Works
Phone: 510-494-4722
e-mail: hlarsen@fremont.gov

Presentation will cover current approaches to addressing traffic congestion, providing multimodal transportation options, and improving traffic safety. The presentation will have a focus on the Fremont “Vision Zero” traffic safety program (approved by the City Council in March 2016) , project funding opportunities provided by Measure BB program (\$8B Countywide transportation funding investment approved in 2014), and questions from the Recreation Commission.

- 8. WRITTEN COMMUNICATIONS**
- 9. COMMISSION REFERRALS**
- 10. COMMISSION AND STAFF COMMUNICATIONS**
- 11. ADJOURNMENT**